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AUTHOR	Thomas, Stanley B., Jr.
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ABSTRACT

This speech describes the role of the Department of Health, Education, and Welfare and the Office of Human Development in providing services to children and emphasizes the need for nongovernmental groups to aid in child advocacy. The federal role, as embodied in OHD, is one of developmental assistance to vulnerable groups in society. Specific programmatic initiatives designed to meet youth needs are mentioned. More detailed descriptions of two program areas are given: Project Head Start (programs for handicapped children) and foster care plans now being tested and implemented. OHD's work in implementing the Child Abuse Prevention and Treatment Act is also described. The development of a Youth Services System is planned which will coordinate networks of all youth services, both public and private, in local communities. It is suggested that help is needed from organizations outside the government, specifically to play an advocacy role and to provide stimulus for new ideas on program needs and development. (SDH)

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REMARKS BY

STANLEY B. THOMAS, JR.

ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT

PS 007590

BEFORE THE

NATIONAL COUNCIL OF ORGANIZATION FOR CHILDREN AND YOUTH
ANNUAL MEETING
WASHINGTON, D.C.

SEPTEMBER 13, 1974

GOOD AFTERNOON...THE MAJOR NEWS THIS WEEK FOR THOSE OF US CONCERNED WITH CHILDREN AND YOUTH WAS PRESIDENT FORD'S SIGNING OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974, AND I FOR ONE AM GREATLY DISAPPOINTED THAT CONGRESS HAS REMOVED DELINQUENCY PREVENTION AUTHORITIES FROM HEW. DESPITE STATEMENTS FROM CERTAIN ELEMENTS IN THE CONGRESS, I BELIEVE THAT HEW HAS A SIGNIFICANT AND VITAL ROLE TO PLAY IN THE DEVELOPMENT OF MEANINGFUL RESPONSES TO THE NEEDS AND CONCERNS OF THIS NATION'S YOUNG PEOPLE, RESPONSES WROUGHT IN A HUMAN DEVELOPMENT, HUMAN SERVICES CONTEXT. AND SO, WHILE ALL ACTIVITIES RELATED TO JUVENILE DELINQUENCY HAVE NOW BECOME THE PROVINCE OF THE DEPARTMENT OF JUSTICE, WE IN HEW INTEND TO MAINTAIN OUR CONCERN WITH

YOUNG PEOPLE, YOUTH GROUPS AND YOUTH-SERVING ORGANIZATIONS, WE WILL CONTINUE TO SEEK WAYS TO IMPROVE YOUTH SERVICES PROVIDED THROUGH HEW SUPPORT, WE WILL CONTINUE TO ENSURE THAT THE NEEDS AND CONCERNS OF YOUTH ARE CONSIDERED IN HEW POLICY DEVELOPMENT. AND UNDER THE NEWLY SIGNED ACT, WE WILL FOCUS MORE CLEARLY ON THE NEEDS OF YOUNG PEOPLE AND THEIR FAMILIES WHICH SURROUND THE RUNAWAY PROBLEM.

BUT I SUGGEST TO YOU THAT THE CURRENT PROBLEMS OF YOUTH -- JUVENILE DELINQUENCY, DRUG ABUSE INCLUDING ALCOHOLISM, RUNNING AWAY, SOCIAL ALIENATION AND WITHDRAWAL, BOREDOM -- HAVE THEIR ROOTS IN DEEPER DYSFUNCTIONS IN THE SOCIALIZATION AND MATURATION PROCESSES WHICH WE MAKE AVAILABLE TO CHILDREN AND YOUTH, PROCESSES WHICH HAVE NOT

RESPONDED WELL TO THE COMPLEXITIES OF RAPID SOCIAL CHANGE. AND SOME OF MY THOUGHTS TODAY RELATE TO ROLES FOR YOUR ORGANIZATIONS IN EXAMINING AND ACTING ON THIS BROADER CONCERN FOR CHILDREN AND YOUTH.

THE OFFICE FOR HUMAN DEVELOPMENT AND THE NATIONAL COUNCIL OF ORGANIZATIONS FOR CHILDREN AND YOUTH ARE NO STRANGERS TO ONE ANOTHER. WE SHARE A COMMON CONCERN FOR THE HUMAN POTENTIAL OF CHILDREN AND YOUTH AND A STRONG WORKING RELATIONSHIP AIMED AT EFFECTIVE ACTION ON THAT CONCERN, THOUGH WE CERTAINLY HAVE DIFFERING PERSPECTIVES, DIFFERING RESPONSIBILITIES, DIFFERING ROLES AMONG US.

THE FEDERAL ROLE AS EMBODIED IN THE OFFICE OF HUMAN DEVELOPMENT IS ONE OF WHAT WE CALL DEVELOPMENTAL ASSISTANCE,

INTENDED TO HELP ORGANIZE QUALITY HUMAN SERVICES AND TO ENSURE THAT SUCH SERVICES ARE AVAILABLE TO ALL WHO NEED THEM. DEVELOPMENTAL ASSISTANCE INCLUDES RESEARCH, INFORMATION DISSEMINATION, CAPACITY-BUILDING TO IMPROVE STATE AND LOCAL GOVERNMENTS' CAPABILITY TO DELIVER EFFECTIVE AND RESPONSIVE SERVICES, AND THE PROVISION OF SEED MONEY WHERE NECESSARY TO START UP SERVICES, AND IS PARTICULARLY IMPORTANT TO MEETING THE NEEDS OF THE VULNERABLE GROUPS THAT OHD IS CONCERNED WITH: CHILDREN, YOUTH, THE AGING, THE MENTALLY RETARDED, THE HANDICAPPED, AND NATIVE AMERICANS. BECAUSE OF THEIR VULNERABILITY, THESE PEOPLE FACE SPECIAL PROBLEMS IN REALIZING THEIR INDIVIDUAL POTENTIALS WHICH ARE REMARKABLY SIMILAR:

DISTORTED SOCIETAL PERCEPTIONS OF THEM AND THEIR ABILITIES; LACK OF OPPORTUNITIES FOR PRODUCTIVE ACTIVITY; BURDENS OF DEPENDENCY -- BOTH PSYCHOLOGICAL AND FINANCIAL; NEGLECT, ABUSE, ISOLATION.

DEVELOPMENTAL ASSISTANCE IS A VITALLY IMPORTANT ROLE IN BETTER MEETING HUMAN NEEDS. BUT IN WORKING WITH THE INTERMEDIARY SERVICE PROVIDERS, IT IS EASY TO LOSE SIGHT OF THE ULTIMATE BENEFICIARY: VULNERABLE, DEPENDENT HUMAN BEINGS. AND WHILE WE IN OHD CONTINUALLY STRIVE NOT TO DO SO, I'M SURE THERE ARE TIMES WHEN WE DO -- OR WHEN WE MISS OPPORTUNITIES. THIS IS WHY YOUR ROLES AS ADVOCATES FOR CHILDREN AND YOUTH ARE SO IMPORTANT -- BUT MORE ON YOUR ROLES IN A MOMENT.

THE OFFICE FOR CHILD DEVELOPMENT IS BROADLY CONCERNED WITH THE SPECIAL NEEDS OF PARTICULARLY VULNERABLE GROUPS OF CHILDREN: THOSE IN LOW-INCOME FAMILIES, CHILDREN IN INSTITUTIONS, HANDICAPPED CHILDREN, THOSE NEEDING FOSTER CARE OR ADOPTION, CHILDREN WHO ARE ABUSED OR NEGLECTED.

IN TERMS OF SPECIFIC PROGRAMMATIC INITIATIVES DESIGNED TO HELP MEET THESE NEEDS, OCD ADMINISTERS THE WELL-KNOWN PROJECT HEAD START AND ITS INNOVATIVE EXPERIMENTAL OFF-SPRING: HOME START, CHILD AND FAMILY RESOURCE CENTERS, PARENT AND CHILD CENTERS, DEMONSTRATIONS IN DEVELOPMENTAL CONTINUITY. IN COOPERATION WITH THE BUREAU OF EDUCATION FOR THE HANDICAPPED, OCD HAS BEEN CONDUCTING 14 DEMONSTRATIONS OF HEAD START PROGRAMS FOR HANDICAPPED

CHILDREN; WE EXPECT THESE DEMONSTRATIONS TO PROVIDE US A WEALTH OF INFORMATION ON WHAT NEEDS TO BE DONE FOR HANDICAPPED CHILDREN -- ON THE LARGER SCALE OF TEACHER TRAINING AND THE SMALLER SCALE OF HOW TO EXPLAIN HANDICAPPING CONDITIONS TO THE OTHER CHILDREN -- IN IMPLEMENTING THE CONGRESSIONAL MANDATE OF 10% ENROLLMENT OF HANDICAPPED CHILDREN IN ALL HEAD START PROGRAMS. AND OCD HAS PROVIDED SMALL GRANTS TO 200 HEAD START PROGRAMS FOR HEALTH COORDINATORS AND SUPPORT SERVICES NECESSARY IN MAKING THE HEALTH CARE AVAILABLE TO CHILDREN UNDER EPSDT A REALITY; THESE SMALL GRANTS ARE EXPECTED TO ENABLE THE HEAD START PROGRAMS TO REACH AN ESTIMATED 125,000 ELIGIBLE CHILDREN. SO HEAD START PROGRAMS ARE VERY BUSY PLACES, AND I'M SURE YOU WILL

BE DELIGHTED TO KNOW THAT WE ARE EXPECTING LEGISLATION FROM CONGRESS THIS YEAR WHICH ESSENTIALLY MAINTAINS HEAD START AS IT IS: AN EXCITING DEMONSTRATION OF WHAT CAN BE DONE FOR CHILDREN IN COMMUNITY-BASED PROGRAMS EMPHASIZING PARENT PARTICIPATION. THE ADMINISTRATION, IN FACT, HAS REQUESTED A BUDGET INCREASE FROM CONGRESS IN ORDER TO MAINTAIN THE PROGRAM AT ITS CURRENT LEVEL OF SERVICE AND TO IMPROVE ITS QUALITY, ALTHOUGH OCD IS CONTINUOUSLY ENGAGED IN A NUMBER OF ACTIVITIES DESIGNED TO IMPROVE AND REFINE LOCAL HEAD START PROGRAMS IN ALL ASPECTS.

OTHER AREAS OF CONCERN TO OCD ARE NOT QUITE SO RENOWNED, BUT THEY ARE CERTAINLY AS IMPORTANT: IMPROVING FOSTER CARE AND ADOPTION PROCESSES; PROVIDING ASSISTANCE OF

ALL SORTS IN IMPROVING DAY CARE SERVICES -- THIS ACTIVITY INCLUDES, I MIGHT ADD, THE ESTABLISHMENT OF A NEW CATEGORY OF DAY CARE PERSONNEL CALLED CHILD DEVELOPMENT ASSOCIATE; COLLECTING AND DISSEMINATING INFORMATION OF ALL KINDS ON THE STATUS OF CHILDREN -- WHICH THIS YEAR WILL INCLUDE THE REFINEMENT AND TESTING OF TWO SYSTEMS FOR OBTAINING BOTH OBJECTIVE DATA AND SUBJECTIVE INFORMATION ON CHILDREN IN GENERAL AND ON CHILDREN ATTACHED TO THE MOSAIC OF CHILD WELFARE INSTITUTIONS, IN PARTICULAR.

AS YOU HAVE RECENTLY ESTABLISHED A CLUSTER GROUP ON FOSTER CARE, I WILL BE A LITTLE MORE SPECIFIC ON SOME OF OUR ACTIVITIES IN THIS AREA. AS YOU KNOW, ACROSS THE NATION THERE ARE MORE THAN 350,000 CHILDREN IN FOSTER

FAMILIES; MORE THAN 60,000 CHILDREN ARE WAITING TO BE ADOPTED, AND AT LEAST 25,000 OF THEM WILL GO UNADOPTED WITHOUT INTENSIVE EFFORTS TO RECRUIT AND ASSIST SPECIAL FAMILIES.

IN ORDER TO IMPROVE THE CARE RECEIVED BY CHILDREN IN FOSTER FAMILIES, DURING THE COMING YEAR OCD PLANS AMONG OTHER THINGS TO REVISE AND DISSEMINATE TO ALL STATES SUGGESTED GUIDELINES AND STANDARDS FOR FOSTER FAMILY SERVICES, AND TO ESTABLISH AN ADDITIONAL ONE HUNDRED ACTION AND FOSTER CHILDREN COMMITTEES TO SERVE AS CHILD ADVOCATES.

THE SECURITY OF A PERMANENT FAMILY IS FAR SUPERIOR TO TEMPORARY CARE -- HOWEVER LOVING, AND THERE ARE THOUSANDS

OF CHILDREN WHO, BUT FOR THE ABSENCE OF A FAMILY WHO WOULD TAKE THEM, COULD BE ADOPTED. THESE ARE THE CHILDREN WITH PHYSICAL, EMOTIONAL OR DEVELOPMENTAL HANDICAPS, OLDER CHILDREN, SIBLING GROUPS WHO WANT TO STAY TOGETHER, AND OFTEN CHILDREN OF MINORITY GROUPS. THERE ARE FAMILIES WHO WOULD LOVE TO HAVE THESE CHILDREN, WHO ARE OTHERWISE WELL ABLE TO CARE FOR THEM BUT WHO SIMPLY CANNOT ASSUME THE ADDITIONAL FINANCIAL BURDEN. WERE THESE ADOPTIONS TO BE SUBSIDIZED BY STATES, THE SAVINGS TO STATES OVER THE COSTS OF FOSTER CARE FOR THESE CHILDREN WOULD BE SUBSTANTIAL. AND SO EVERYONE WOULD BENEFIT. TO FACILITATE THE IMPLEMENTATION OF THIS CONCEPT, OCD INTENDS TO DEVELOP AND DISSEMINATE AND MODEL ADOPTION SUBSIDY LAW AND

GUIDELINES DETAILING ITS OPERATION FOR USE BY ALL STATES, AND TO ASSIST INTERESTED STATES IN USING THE MATERIAL.

AND IN ORDER TO HELP REDUCE THE PRACTICE OF SPLITTING UP FAMILIES DURING A CRISIS IN THE FIRST PLACE, OCD WILL DEVELOP AND DISSEMINATE MATERIALS INTENDED TO HELP STATES AND LOCALITIES TAKE ADVANTAGE OF WHAT HAS BEEN LEARNED UNDER A CHILDREN'S BUREAU GRANT IN DAVIDSON COUNTY, TENNESSEE. THE 24-HOUR COMPREHENSIVE EMERGENCY SERVICES PROJECT ESTABLISHED THERE HAS DEMONSTRATED THAT THIS APPROACH PROVIDES BETTER AND LESS TRAUMATIC SERVICES TO CHILDREN AND THEIR FAMILIES, AND COSTS MUCH LESS THAN PRECIPITOUSLY PLACING CHILDREN IN SHELTERS. AGAIN, EVERYBODY BENEFITS.

ONE OF THE MOST DISTURBING AND DESTRUCTIVE PROBLEMS OF CHILDREN TO SURFACE IN RECENT YEARS HAS BEEN THAT OF CHILD ABUSE AND NEGLECT. HEW HAS BEEN ACTIVELY -- INDEED, AGGRESSIVELY -- INVOLVED IN IMPLEMENTING THE CHILD ABUSE PREVENTION AND TREATMENT ACT. WELL OVER A YEAR AGO I APPEARED AT THE NATIONAL CONFERENCE ON CHILD ABUSE TO INFORM PARTICIPANTS THAT SECRETARY WEINBERGER HAD INSTRUCTED SEVERAL HEW AGENCIES TO EARMARK $4 MILLION IN FY 74 FOR NEW ACTIVITIES ON CHILD ABUSE; THIS WAS BEFORE THE ACT WAS PASSED. SO ANY ALLEGATION THAT HEW HAS REFUSED TO IMPLEMENT THE ACT AND THE IMPLICATION THAT WE ARE NOT CONCERNED WITH CHILD ABUSE ARE SIMPLY UNTRUE. LET ME TELL YOU BRIEFLY WHAT WE ARE DOING.

MOVING THROUGH THE NECESSARY ADMINISTRATIVE PROCESSES -- WRITING FUNCTIONAL STATEMENTS, TAKING VARIOUS PERSONNEL ACTIONS, ETC. -- HAS TAKEN A GREAT DEAL OF TIME, BUT ITS DETAILS WOULD BE BOTH CONFUSING AND BORING. SUFFICE IT TO SAY THAT PERSONNEL ACTIONS FOR STAFFING THE NATIONAL CENTER ON CHILD ABUSE AND NEGLECT ARE WELL UNDERWAY, AND THAT PROPOSED REGULATIONS ON ALL PARTS OF THE ACT BUT FOR REQUIREMENTS ON TITLES IV-A AND IV-B WERE PUBLISHED FOR REVIEW AND COMMENT ON AUGUST 28. PROPOSED REGULATIONS ON IV-A AND IV-B ACTIVITIES ARE A JOINT EFFORT OF OCD AND SOCIAL AND REHABILITATION SERVICE, AND WILL BE PUBLISHED AT A LATER DATE. PRIORITY STATEMENTS FOR RESEARCH AND DEMONSTRATION UNDER THE ACT WILL BE SENT OUT SHORTLY; A

NUMBER OF CONCERNED PROFESSIONAL ORGANIZATIONS ACTIVELY INVOLVED WITH CHILD ABUSE AND NEGLECT HAVE HAD GENERAL INPUT INTO THE RESEARCH PRIORITIES. WE ARE MOVING FORWARD ON THE STATE GRANTS. THE ACT PROVIDES A MUCH BROADER PERSPECTIVE ON CHILD ABUSE THAN MOST STATE LAWS AND PRACTICES, BUT WE EXPECT THIS BROADER CONCERN TO RESULT IN MORE BENEFICIAL TREATMENT FOR ABUSED CHILDREN AND THEIR FAMILIES THROUGHOUT THE COUNTRY. CHILD ABUSE IS A NIGHTMARE WHICH WE CANNOT TOLERATE, WHICH MUST BE EXPOSED AND ELIMINATED. WE DO NOT KNOW ENOUGH, HOWEVER, ABOUT ITS ROOT CAUSES, AND UNTIL WE CAN ELIMINATE THE BASIC REASONS FOR CHILD ABUSE, WE WILL BE FORCED TO CONTINUALLY DEAL WITH IT AFTER THE FACT. I AM HOPEFUL THAT OUR RESEARCH EFFORTS -- NOT ONLY OCD'S, BUT

THOSE OF OTHER INVESTIGATORS AS WELL -- CAN HELP PROVIDE US SOME OF THE ANSWERS.

THE YOUTH SERVICES SYSTEM APPROACH OF THE OFFICE OF YOUTH DEVELOPMENT SEEKS TO ACT ON SOME OF THE ANSWERS WE DO KNOW TO WHY YOUNG PEOPLE GET INTO TROUBLE.

THE PRIMARY REASON THAT MOST YOUTH DEVELOP BENEFICIALLY AND ASSUME PRODUCTIVE AND REWARDING ADULT ROLES IN SOCIETY IS THAT THEY HAVE ACCESS TO SOCIALLY ACCEPTABLE AND PERSONALLY GRATIFYING ROLES THROUGH THE EDUCATIONAL SYSTEM, RECREATION, EMPLOYMENT, THE FAMILY, OR OTHER COMMUNITY ACTIVITIES. SOME YOUNG PEOPLE, HOWEVER, ARE EXCLUDED FROM ASSUMING SOCIALLY ACCEPTABLE ROLES THROUGH NEGATIVE LABELLING PROCESSES. THE STIGMA OF BEING

KNOWN AS A "JD" OR A "TROUBLEMAKER" OR "ONE OF THOSE KIDS" OR "WEIRD" OR WHATEVER, CAN SIGNIFICANTLY REDUCE A YOUNG PERSON'S OPPORTUNITIES TO PARTICIPATE IN EVEN THE NORMAL ACTIVITIES OF HIS OR HER PEERS. IF WE KNOW ANYTHING FROM SOCIAL RESEARCH, WE KNOW THAT PEOPLE TEND TO LIVE UP OR DOWN TO OTHER PEOPLE'S EXPECTATIONS OF THEM. AND SO THE EXCLUSION AND THE LABELLING FEED INTO EACH OTHER, CONTRIBUTING TO AN INCREASING SENSE OF ALIENATION AND FRUSTRATION, AND FOR SOME YOUNG PEOPLE, LEADING TO VIOLATION OF THE LAW.

WE KNOW THAT MANY YOUNG PEOPLE HAVE PROBABLY DONE SOMETHING, SOMEWHERE, AT SOME TIME, FOR WHICH THEY COULD HAVE BEEN ARRESTED. BUT WHILE FOR MOST YOUTH THIS IS NOT

A PATTERN, THOSE WHO ARE CAUGHT AND PUSHED ONTO WHAT PRESIDENT FORD HAS APTLY CALLED "THE TREADMILL OF THE CRIMINAL PROCESS," THROUGH THE JUVENILE JUSTICE SYSTEM, THOSE YOUNG PEOPLE ARE LIKELY TO RETURN TO JUVENILE COURT AGAIN AND AGAIN. THIS, OF COURSE, IS A LOGICAL RESULT OF THE ACCELERATING EXCLUSION AND LABELLING PROCESS GOING ON IN THE YOUNG PERSON'S LIFE, A PROCESS WHICH MUST BE STOPPED IF WE ARE TO HELP THESE YOUTH BECOME CONTRIBUTING AND RESPONSIBLE PARTICIPANTS IN OUR COMMUNITIES.

WE ALSO KNOW THAT SERVICES FOR YOUNG PEOPLE HAVE TRADITIONALLY BEEN DEVELOPED AND ORGANIZED ALONG FUNCTIONAL OR CATEGORICAL LINES. AS A RESULT, HIGHLY SPECIALIZED SERVICES FOR CERTAIN KINDS OF YOUNG PEOPLE HAVE BEEN

DEVELOPED IN VARIOUS DIVISIONS AND DEPARTMENTS OF STATE AND LOCAL GOVERNMENTS, AND IN VOLUNTARY AGENCIES AS WELL. THE SERVICES WHICH MANY YOUTH RECEIVE AS A CONSEQUENCE OF ALL THIS MAY DEPEND MORE ON THEIR IDENTIFYING LEGAL OR PROFESSIONAL LABELS THAN ON THEIR INDIVIDUAL NEEDS. I'M SURE WE ALL KNOW MANY ANECDOTES ILLUSTRATING THIS PROBLEM -- THE "INCORRIGIBLE" WHO RUNS AWAY FROM ALCOHOLIC AND ABUSIVE PARENTS, THE MEANTALLY RETARDED YOUTH WHO HAS DYSLEXIA, THE SHOPLIFTER WHO IS BORED WITH SCHOOL.

IN RESPONSE TO ALL OF THESE PROBLEMS, OYD IS STIMULATING THE DEVELOPMENT OF YOUTH SERVICES SYSTEMS: COORDINATED NETWORKS OF ALL YOUTH SERVICES, BOTH PUBLIC AND PRIVATE, IN LOCAL COMMUNITIES. THE IDEA IS THAT

THROUGH FORMALIZED AGREEMENTS AND LINKAGES INVOLVING JOINT PROGRAM PLANNING, RESOURCE ALLOCATION, AND SERVICE DELIVERY, THIS SERVICE NETWORK WILL BECOME INSTITUTIONALIZED IN THE COMMUNITY, AND WILL BEGIN TO ELIMINATE GENUINE DUPLICATION WHILE RETAINING REAL ALTERNATIVES, WILL BEGIN TO DEVELOP SERVICES FOR UNMET NEEDS. BY SERVING ALL YOUTH, THESE SYSTEMS ARE INTENDED TO BREAK DOWN THE WASTEFUL LABELLING PROCESS. THROUGH JOINT PLANNING AND INFORMATION-SHARING THESE SYSTEMS ARE INTENDED TO DEVELOP THE SOPHISTICATION NECESSARY FOR MEETING NEW NEEDS AS THEY EMERGE, FOR DEVELOPING NEW ROLES FOR YOUTH IN THE COMMUNITY. AND THESE SYSTEMS ARE INTENDED TO BECOME THE ALTERNATIVE SUPPORT STRUCTURE FOR YOUTH IN TROUBLE WHO NEED HELP RATHER THAN PUNISHMENT.

In some 90 communities across the country, OYD seed money has begun to bring this concept into reality and to demonstrate that there are indeed better ways to handle unacceptable behavior, that young people can participate constructively in their communities, that alienation does not have to be a common characteristic of youth.

But there are thousands and thousands of communities in this country, and these ideas need to spread more rapidly. Which brings me to my thoughts on roles which voluntary organizations can play in improving opportunities for children and youth in this society.

I have outlined a number of our activities in which your involvement would considerably enhance the effectiveness

OF WHAT WE ARE DOING -- DEVELOPING YOUTH SERVICES SYSTEMS IN YOUR COMMUNITIES; OPENING UP NEW OPPORTUNITIES FOR YOUNG PEOPLE TO PARTICIPATE AND DEVELOP; WORKING IN YOUR STATES AND COMMUNITIES TO CHANGE LAWS, TO CHANGE THE INTERPRETATION OF LAWS ON FOSTER CARE, ADOPTION, CHILD ABUSE, HANDICAPPED CHILDREN. YOUR HELP IS NEEDED TO ELIMINATE THOSE LAWS WHICH PUNISH ONLY YOUNG PEOPLE AND IN FACT CREATE FULLY A THIRD OF THE YOUTH CASES BEFORE JUVENILE COURTS; WE BELIEVE THAT THE EXISTENCE OF SO-CALLED "STATUS OFFENSES," SUCH AS TRUANCY, CURFEW VIOLATIONS, INCORRIGIBILITY, AND RUNNING AWAY, FOR WHICH ONLY YOUNG PEOPLE CAN BE ARRESTED, NOT ONLY AFFENDS THE PRINCIPLE OF EQUAL JUSTICE, BUT IN FACT CONTRIBUTES TO THE WASTE OF

HUMAN POTENTIAL WHICH YOUTH SERVICES SYSTEMS ARE TRYING TO STOP.

IN ADDITION TO WHAT I HAVE SPOKEN OF HERE, THERE ARE MANY OTHER ACTIVITIES IN WHICH YOUR PARTICIPATION WOULD BE HELPFUL. WE ARE MORE THAN INTERESTED IN EXPLORING THESE WITH YOU -- WE ASK FOR YOUR INVOLVEMENT.

AND THERE ARE DEFINITE ROLES FOR YOU BEYOND WORKING WITH US AND AUGMENTING MANY OF OUR EFFORTS. A VERY IMPORTANT ROLE, WHICH YOU HAVE ALREADY ASSUMED AND WHICH I MENTIONED AS A NEED IN OUR PROVISION OF DEVELOPMENTAL ASSISTANCE, IS THAT OF ADVOCACY. MORE EFFORTS ARE NEEDED, AS WHEN YOU BROUGHT TO OUR ATTENTION THE ELIGIBILITY OF PERHAPS HALF A MILLION BLIND AND DISABLED POOR CHILDREN

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FOR THE SUPPLEMENTARY SECURITY INCOME PROGRAM. AS YOU KNOW, WE ARE NOW WORKING WITH YOU TO DEVELOP A PROGRAMMATIC THRUST ON THIS ISSUE. I WANT TO THANK YOU FOR YOUR SUPPORT OF HEW'S INVOLVEMENT IN JUVENILE DELINQUENCY PREVENTION, AS WELL. STRONG AND ARTICULATE ADVOCACY FOR CHILDREN AND YOUTH ON A NATIONAL LEVEL IS NEEDED. BUT CONTINUAL ALERTNESS TO THEIR NEEDS AND CONCERNS ON STATE AND LOCAL LEVELS IS ALSO CRITICAL ON STATE AND LOCAL LEVELS. IT IS THERE THAT MANY FEDERAL PROGRAMS ARE REALLY ADMINISTERED, THERE THAT THE QUALITY AND COMPREHENSIVENESS OF SERVICE ARE DETERMINED, THERE THAT MOST OF THE LAWS SHAPING THE STATUS AND RIGHTS OF CHILDREN AND YOUTH ARE ENACTED AND ENFORCED, THERE THAT ADVOCACY AND MONITORING CAN MAKE A

REAL DIFFERENCE IN THE DAY-TO-DAY LIVES OF CHILDREN AND YOUNG PEOPLE. THIS ADVOCACY FUNCTION INVOLVES NOT ONLY PROVIDING AND EVALUATING SERVICES, BUT ANALYZING THE REASONS THAT SOME OF THESE SERVICES ARE NECESSARY AND WHAT SHOULD BE CHANGED AS A RESULT OF THAT ANALYSIS.

WE SUSPECT, FOR EXAMPLE, THAT THE WIDESPREAD EXCLUSION OF YOUNG PEOPLE FROM INSTITUTIONAL PARTICIPATION IS A CAUSE OF MORE PROBLEMS THAN LAW-VIOLATING BEHAVIOR. IT RESULTS IN A GENERAL IGNORANCE OF DECISION-MAKING PROCESSES AND A FAILURE TO DEVELOP SKILLS NECESSARY FOR PARTICIPATING: GOAL-SETTING, STRATEGIZING, NEGOTIATING, COMPROMISE. IN A DEMOCRATIC SOCIETY, OUR FAILURE TO TEACH OUR CHILDREN HOW TO PARTICIPATE IS SINGULARLY DISTURBING;

DO WE EXPECT THEM TO PICK IT UP BY OSMOSIS WHEN THEY REACH THE LEGAL AGE OF MAJORITY? THE EXCLUSION OF YOUTH FROM PARTICIPATION AND THE AGE-SEGREGATION INSTITUTIONALIZED IN THE SCHOOLS HAS MEANT THAT INCREASINGLY YOUTH AND ADULTS ARE STRANGERS TO ONE ANOTHER, THAT A MAJOR MEANS BY WHICH CULTURE, CIVILIZATION AND SKILLS ARE TRANSMITTED FROM ONE GENERATION TO THE NEXT IS DISAPPEARING. THE SHARING OF PERSPECTIVES AND IDEAS WHICH ONCE OCCURRED DURING THE SHARING OF TASKS AND TIME SEEMS TO BE EVAPORATING. WE NEED TO DEVELOP NEW WAYS FOR CHILDREN, YOUTH AND ADULTS TO COME TOGETHER WITH COMMON GOALS AND SHARED ENERGY. MANY OF YOUR ORGANIZATIONS ARE THE ONLY PLACES IN SOME COMMUNITIES WHERE THIS PROCESS OCCURS TODAY. THE WISDOM

YOU HAVE ACCUMULATED IS A GREAT COMMUNITY RESOURCE AND NEEDS TO BE SHARED WITH OTHER ORGANIZATIONS. WE NEED TO RECOGNIZE THAT YOUTH HAVE BOTH RIGHTS AND RESPONSIBILITIES, AND TO RESPECT THAT FACT. AND SO WE NEED TO DEVELOP NEW OPPORTUNITIES FOR CHILDREN AND YOUTH TO PROGRESSIVELY ASSUME GREATER AND GREATER RESPONSIBILITIES FOR THEMSELVES AND THE CONSEQUENCES OF THEIR ACTIONS, NEW OPPORTUNITIES BY WHICH THEY PROGRESSIVELY ACQUIRE THE SKILLS TO PARTICIPATE IN AND CONTRIBUTE TO WHATEVER ACTIVITIES THEY CHOOSE.

WAVING A FEDERAL WAND DOES NOT MAKE THIS HAPPEN, BUT CONCERNED PEOPLE WORKING IN ORGANIZATIONS AND COMMUNITIES CAN. YOU CAN CREATE WAYS FOR YOUNG PEOPLE TO LEARN THESE SKILLS, TO ASSUME RESPONSIBILITIES IN YOUR OWN ORGANIZATIONS.

YOU CAN TEACH THEM HOW TO ADVOCATE FOR THEMSELVES AS WELL. AND YOU CAN TAKE EVERY OPPORTUNITY YOU SEE TO ADVOCATE FOR THEM WHERE THEY CANNOT, FROM FEDERAL TO LOCAL LEVELS.

A ROLE YOU CLEARLY FILL IS ONE OF SERVICE TO CHILDREN AND YOUTH. AND CLOSELY ALLIED TO THIS ROLE IS THAT OF IDEA-FERMENTER. THIS SERVICE ROLES GIVES YOU EASY ACCESS TO CHILDREN AND YOUTH, TO THEIR NEEDS -- MET AND UNMET, TO THEIR PERSPECTIVES AND REACTIONS. I WOULD LIKE TO SUGGEST THAT YOU FORM A CLUSTER GROUP ON YOUTH DEVELOPMENT AND BEGIN TO ARTICULATE BROADER NEEDS AND NEW IDEAS. THERE IS A GRAVE NEED TO GO BEYOND THE CRISIS ORIENTATION WITH WHICH WE VIEWED YOUTH OVER RECENT YEARS OF SUCCESSIVE PROBLEMS, AND TO DEAL MORE POSITIVELY WITH WHAT THE

ESSENTIAL ELEMENTS OF THE BEST YOUTH ENVIRONMENTS ARE AND HOW WE BUILD THEM INTO THE MATURING PROCESS.

THERE IS ANOTHER ROLE YOU PLAY TO WHICH I HAVE ALLUDED BUT WHICH IS IMPORTANT TO ARTICULATE. YOU PROVIDE THE STRUCTURES WITHIN WHICH PEOPLE CAN NOT ONLY INTERACT POSITIVELY, BUT ALSO CAN CONTRIBUTE SUBSTANTIALLY TO THE WELFARE OF OTHERS. YOU PROVIDE A TOUCHSTONE FOR THAT NEBULOUS CONCEPT OF COMMUNITY WHICH WE -- MYSELF INCLUDED -- TOSS ABOUT SO FREELY AND WHICH SEEMS TO BE SO DIFFICULT TO FIND ANYMORE. YOU OFFER OPPORTUNITIES FOR PEOPLE TO ACT ON THEIR INTERESTS AND CONCERNS, TO GET INVOLVED IN IMPROVING THE WORLD WE LIVE IN BY WORKING WITH A PART OF IT.

IN FACT, YOU MIGHT THINK OF VOLUNTARY GROUPS AS THE ORGANIZED VOICE OF CONCERNED INDIVIDUALS, AND THE GOVERNMENT AS THE INSTITUTIONALIZED VOICE OF THE BROAD CONSENSUS IN A LOCALITY, A STATE, THE NATION. THE PART AND THE WHOLE, THE INDIVIDUAL AND SOCIETY -- WE MUST WORK TOGETHER. FOR AS THE ZEN MASTER ASKED MANY CENTURIES AGO, "WHAT IS THE SOUND OF ONE HAND CLAPPING?"